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SUBJECT: REQUEST FOR GUIDANCE - NEXT STEPS IN VIENNA ON
UNSCR 1540

REF: A. STATE 104535

[1](#)B. USOSCE 293

[1](#)1. (SBU) GUIDANCE REQUEST: Mission requests Washington approval to circulate the revised Food-for-Thought paper in para 4. The revision reflects USDEL discussions per earlier guidance (ref A) and the visit of the Chairman of the 1540 Committee to the OSCE (ref B). See also para 3 on concerns raised by Moscow representative who discussed broader UNSCR 1540 issues with ISN/CPI Director Tony Foley, U.S. 1540 Coordinator Tom Wuchte, and UNVIE Senior Political Officer Stefanie Amadeo. Washington guidance is welcome before beginning of 2009 winter session in mid-January.

Background

[1](#)2. (SBU) This revised FFT reflects bilateral consultations with OSCE delegations from UK and France, as well as the incoming Chairman-in-Office (CiO), Greece. Greece deferred to others, but offered to support as needed once the UK and French delegations determined how to incorporate this suggested approach into the 2009 Forum for Security Cooperation (FSC) chairmanships that include France, Georgia, and the UK. All three delegations, as well as Russia (see para 5 below) need further details on next steps and want to see a concrete paper.

[1](#)3. (SBU) The text below reflects these discussions and clarifies further that the recommended approach would (a) complement the 1540 Committee and be consistent with its mandate, but (b) not determine where the locus of activity should occur, i.e., the Permanent Council's Security

Committee or the FSC. NOTE: It was clear from these consultations that the U.S. should strive for co-sponsorship by, at minimum, the UK and France who as P3 Security Council members agree on this regional approach. END NOTE.

Food-for-Thought Text

14. (SBU) Begin text:

Draft Cover Note from U.S. delegation) for introduction at the OSCE Permanent Council Security Committee and Forum for Security Cooperation:

The UNSCR 1540 Committee's report outlining efforts since 2006 was completed in July 2008 and notes that OSCE efforts to complement UN activities in this field are welcome and that institutional relationships are important. To further promote implementation of UNSCR 1540 by OSCE participating States, the co-sponsors recommend that the OSCE consider broadening responsibility for the cross-dimensional aspects to include the Permanent Council's Security Committee, in addition to the Forum for Security Cooperation (FSC). Both the FSC and the Security Committee offer a broader base for a cross-dimensional strategy, including the OSCE's Action against Terrorism Unit (ATU) and Borders Group, to further the 1540 Committee's nonproliferation agenda as part of the overall United Nations Counter-Terrorism Strategy.

In addition, this paper urges both groups to make 2009 a year

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where the nexus between WMD proliferation and terrorism is discussed with the same frequency and detail as issues such as small arms and light weapons. This approach would allow the OSCE to continue serving as a "regional organization" leader and model for other international organizations.

The co-sponsors request that the attached document "OSCE UNSCR 1540 Strategy Paper" be added to the agenda of the next joint FSC/PC meeting. The paper would serve as the basis for discussion on next steps within the OSCE. The paper offers an outline for a comprehensive regional approach designed to increase cooperation between the Security Committee and FSC. This approach is consistent with the OSCE Ministerial Statements already addressing resolution 1540, as well as ongoing efforts in the IAEA and UNODC. Delegations are thanked in advance for their consideration of this proposal addressing an important threat to 21 st century security.

OSCE UNSCR 1540 Strategy Paper

Vienna Intergovernmental Organizations (IGO's) should create a geographic center of excellence by leveraging institutional capacity already in place to support the full implementation of United Nations Security Council Resolution 1540. The 1540 Committee (hereinafter the "Committee") has stressed the importance of regional implementation of UNSCR 1540 (2004) in resolutions 1673 (2006) and 1810 (2008) and welcomes the opportunity to strengthen its dialogue with the OSCE, UNODC, and IAEA.

It is our view that the Vienna IGO's efforts to promote implementation of 1540 can complement and multiply overall efforts and would include leading by example within the OSCE. A comprehensive regional approach can increase cooperation between the Committee, consistent with the OSCE Ministerial Statements already addressing resolution 1540, the Committee's letter dated December 17, 2007 to the OSCE, and the recent briefing at the OSCE by the Committee Chairman on December 10.

In accordance with the new mandate under Security Council resolution 1810 (2008), activities to facilitate the delivery to states of needed technical assistance will be a high priority for the Committee. The OSCE in cooperation with

IAEA and UNODC can help improve states' capacity to implement 1540 through regular consultations and outreach
In 2009, the OSCE participating States (pS) have three immediate priorities that will further regional implementation:

I. The Committee agreed in paragraph 4 of resolution 1810, to "encourage all States to prepare on a voluntary basis summary implementation plans, with the assistance of the 1540 Committee as appropriate, mapping out their priorities and plans for implementing the key provisions of resolution 1540 (2004), and to submit those plans to the 1540 Committee." The OSCE Ministerial Statements provide support for stronger coordination and follow up through a comprehensive information exchange in cooperation with other Vienna IGO's as a next step. At 56, the effect of regionally exchanging data on all the reports and matrices, discussing it among the pS and Partners for Cooperation, and forwarding it as the OSCE contribution will greatly complement the efforts of the

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Committee in New York.

II. Consistent with paragraph 5 of resolution 1810, which "urges States ... to inform the Committee as appropriate of areas in which they are able to provide assistance," the Committee would welcome any new information OSCE pS, as well as the Partners for Cooperation, could provide on their technical assistance programs. The Committee could post such information in the technical assistance portion of its website (<http://www.un.org/sc/1540/>). The OSCE could also draw the attention of pS to the Committee's technical assistance template, also posted on the Committee's website.

III. Consistent with paragraph 2 of resolution 1810, which calls on States to submit reports of implementation efforts, the Committee requests the OSCE continue to promote pS reporting on implementation, and help promote their implementation of resolution 1540. The OSCE could consider shifting to a broader, Vienna-based cross-dimensional strategy centered on either the Security Committee, which provides oversight to the Action against Terrorism Unit (ATU) and Borders Group that complement the 1540 Committee's nonproliferation agenda as part of the United Nations Counter-Terrorism Strategy, or in the FSC with increased dialogue with the Security Committee. That strategy could include, inter alia:

-- OSCE Field Missions that could assist pS in a number of practical programmatic areas.

-- OSCE cooperation with partner organizations, such as IAEA, UNDOC, NATO, OPCW, INTERPOL, etc. to host more frequent UNSCR 1540 dialogue.

-- Hosting regional 1540 implementation technical assistance and training workshops at the OSCE Academy in Central Asia.

End text.

A Moscow View

15. (SBU) On the margins, Wuchte and Foley, accompanied by UNVIE political officer met with Moscow Senior Counselor Deyneko who has been working UNSCR 1540 issues and attended the FSC meeting December 10 (see Ref B). Wuchte and Foley welcomed the participation of the expert from Russia's capital, although he did not intervene at the plenary or at the Finnish-hosted small group discussion with the 1540 Committee Chair immediately after.

16. (SBU) Deyneko expressed his skepticism that regional organizations could provide any real value-added to the work of the 1540 Committee. He acknowledged that although he was not familiar with OSCE competencies, he remained concerned

that the approach recommended by the Committee led to "unnecessary layers" and "diminishment" of the role of the Committee. Wuchte and Foley pointed out that this was wholly consistent with the operative paragraphs in UNSCR 1810, which also extended the Committee until 2011. Deyneko said he was aware of this but Moscow was still not happy with the outcome of the renewal resolution or the Committee's report.

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[17](#). (SBU) COMMENT: Mission encourages Washington and New York to engage quickly in aligning Moscow's co-sponsorship of UNSCR 1810 with a corresponding commitment to support the regional and intergovernmental strategy well under way as proposed in para 2 above. END COMMENT.
FINLEY